ALEUTIANS SUBAREA CONTINGENCY PLAN

BACKGROUND SECTION

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BACKGROUND: PART ONE - SUPPORT INFORMATION

A. SUBAREA PLAN

This Subarea Contingency Plan (SCP) supplements the *Alaska Federal/State Preparedness Plan for Response to Oil and Hazardous Substance Discharges/Releases* (the **Unified Plan**). This SCP in conjunction with the **Unified Plan** describes the strategy for a coordinated federal, state and local response to a discharge or substantial threat of discharge of oil or a release of a hazardous substance from a vessel, vehicle, offshore facility, or onshore facility operating within the boundaries of the Aleutians Subarea of Alaska.

For its planning process, the federal government has designated the entire state of Alaska as a planning "region" and the western half of the state, including the Aleutians, as a planning "area." The State of Alaska has divided the state into ten planning "regions" of which one is the Aleutians Region. As part of the unified planning process, this plan addresses the Aleutians Region, and to avoid any confusion between federal and state terms, the region is referred to as the Aleutians Subarea.

This plan shall be used as a framework for response mechanisms and as a pre-incident guide to identify weaknesses and to evaluate shortfalls in the response structure before an incident. The plan also offers parameters for vessel and facility response plans under the Oil Pollution Action of 1990 (OPA 90). Any review for consistency between government and industry plans should address the economically, culturally and environmentally sensitive areas and any related protection strategies. Additionally, such reviews should compare the quantity and type of response personnel and equipment available within the subarea and the state (including industry and federal, state, and local government) to the probable need during a response.

B. SUBAREA DESCRIPTION

The Aleutians Subarea encompasses the boundaries of the Aleutians East Borough, the Pribilof Islands, and the Aleutians West Coastal Resource Service Area, including adjacent shorelines and state waters, and having as its seaward boundary a line drawn in such a manner that each point on the line is 200 nautical miles from which the territorial sea is measured. Figure E-1 depicts this area. As the figure indicates, the Aleutians Subarea includes the southern portion of the Alaska Peninsula as well as the Aleutian archipelago. The major islands in the region include Unimak, Unalaska, Umnak, Atka, Adak, Attu, and the Pribilof Islands of St. George and St. Paul.

The region includes two Local Emergency Planning Districts (LEPD): the Aleutians East Borough LEPD and the Aleutian and Pribilof Islands LEPD. The population is distributed among predominantly isolated coastal communities. Major communities include the cities of Unalaska, Sand Point, and St. Paul. Industrial activity is limited to seafood processing, although Unalaska is a major port for freight into the region and a waypoint for freight shipments to Asia.

The region's maritime climate is comparatively mild with regard to general Alaskan temperatures; however, the islands are often fog-shrouded and frequently struck by storms. The weather in the region is the result of the interaction between major weather systems that move northward across the Gulf of Alaska or eastward across the Bering Sea and the land topography. The Aleutian Islands and the Alaska Peninsula

are characterized by rugged and fjord-like coastlines rising to volcanic mountainous areas up to 9000 feet in elevation.

The natural habitats of the Aleutians Subarea support extensive fish and wildlife populations that are extremely important to the social, economic, and cultural welfare of local residents. Offshore areas support a highly productive marine ecosystem, rich with intertidal, benthic, and pelagic plant and animal life that, in turn, provides nourishment for extensive populations of marine and anadromous finfish, shellfish, seabirds, and marine mammals. Rocky shorelines and cliffs provide pupping/haul-out areas for seals and sea lions and nesting areas for seabirds.

Commercial fishing and fish processing are the economic mainstays in the region. Unalaska/Dutch Harbor has developed as a seafood supply and processing center with some port development. Dutch Harbor is also used temporarily as an offshore oil/gas staging area for Bering Sea offshore exploration. There is some potential for offshore oil and gas development in the North Aleutian Basin. Most travel within the region is by plane (scheduled and charter) or private boat. The Alaska Marine Highway System also services King Cove, Sand Point, Dutch Harbor, Cold Bay (scheduled stops), and False Pass (whistle stops).

In the Aleutians, Unalaska/Dutch Harbor serves as the major regional hub for the distribution of noncrude oils to the Aleutian villages, southern Bering Sea, and the offshore fishing fleet. Service in the southern part of the area is year round, but becomes ice dependent during late October to breakup. Unimak Pass and False Pass also witness heavy traffic both for transport servicing villages to the north and the Aleutian chain and for foreign-vessel transport between North America and the Far East.

Deliveries of noncrude oils into the Aleutians are from the south (Puget Sound primarily) or from upper Cook Inlet. Noncrude oil originating from upper Cook Inlet and West Coast ports also passes through the area en route to the Far East, and transport in the reverse direction is also true.

The following information gives an overview of wind, tide and current conditions in the Bering Sea. Much of the available data is general in nature and should be supplemented by area-specific updates and information from local residents. In addition, if the user obtains a current edition of the U.S. Department of Commerce, National Oceanic and Atmospheric Administration (NOAA) tide current tables for the Pacific Coast of North America, it will be possible to predict the times of ebb and flood tides for several points within the Bering Sea.

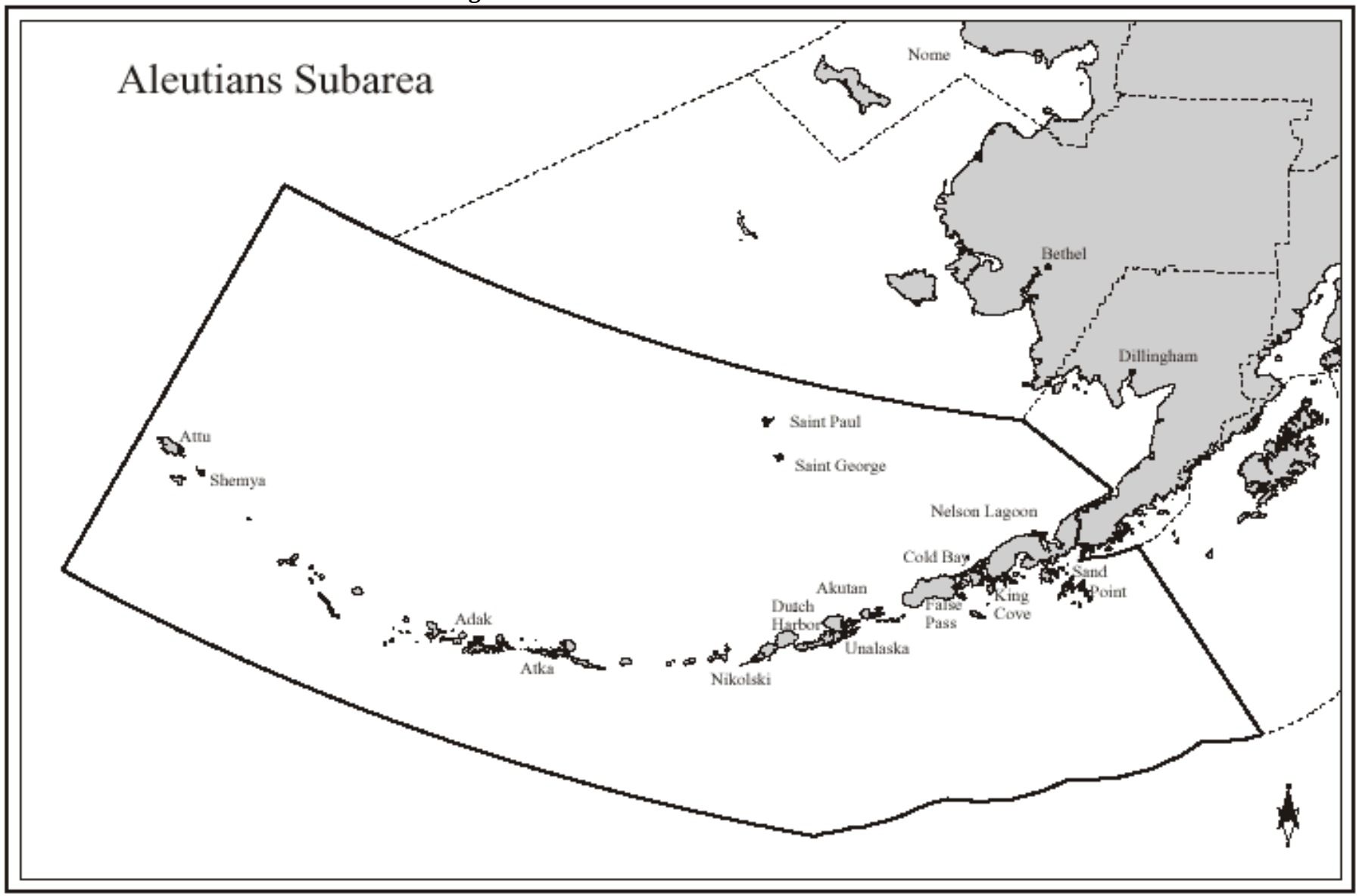
Current Data: The primary flow of water into the Bering Sea comes through Unimak Pass, originating from the Alaskan Coastal Current on the southern side of the Aleutian Islands. Typically, this northern current flows to the northeast into Bristol Bay in the direction of the prevailing wind. At times, the north Aleutian coastal current will undergo a reversal in direction due to changes in the large scale and mesoscale wind direction.

Tidal Currents: Although tidally-induced currents are factors in determining net surface currents, tidal currents are not usually important in long-distance transport since they are oscillatory in nature. Wind and freshwater runoff are variables which must be taken into account when estimating spill trajectories. In some cases, tidal current will be counteracted by these variables and will not be the deciding factor in spill transport.

Ice: In the Bering Sea, the sea ice generally begins as fast ice formation along the shores of the Seward and Chuktotsk peninsulas in October. In November, as the cold weather continues and the waters in the

open portions of the Bering Sea cool, the pack ice begins its seasonal southward formation. An estimated 97% of the ice in the Bering Sea is formed within the Bering Sea; very little is transported south from the Arctic Ocean through the Bering Strait. During periods of increasing ice and prevailing northerly winds, the ice moves southward with the wind before melting at its southern limit. During periods of southerly winds, ice coverage generally decreases in the Bering Sea, causing a wide variation in ice cover from month to month.

Figure E-1: THE ALEUTIANS SUBAREA



C. AREA OF RESPONSIBILITY

This subarea contingency plan covers the region outlined above in Subpart A. The U.S. Coast Guard Captain of the Port (COTP) for Western Alaska is the predesignated FOSC for the Coastal Zone which encompasses all navigable waters seaward of the mean high tide line and an area of shoreline 1,000 yards inland of the coastline. The Environmental Protection Agency is the predesignated FOSC for the Inland Zone which encompasses all lands, rivers, streams, and drainages inland of the 1000-yard wide band which parallels the Alaskan coastline. These zones are clearly defined in the **Unified Plan**. On the other hand, spills may occur in locations that do not fall under federal jurisdiction and there will be no FOSC in these instances.

The State of Alaska places jurisdiction of spill response for the Aleutians Subarea under the Central Alaska Response Team (CART) of the Department of Environmental Conservation (DEC). The SOSC for the CART is the predesignated SOSC for the entire Aleutians Subarea.

Memoranda of Understanding/Agreement (MOU/MOA) between the USCG/USEPA and the USEPA/State of Alaska further delineate the OSC responsibilities. **Annex K of the Unified Plan** includes copies of these MOUs/MOAs.

D. MULTIAGENCY COORDINATION COMMITTEE

A regional Multiagency Coordination Committee (MAC) will normally be activated for significant incidents which involve resources under the jurisdiction of several agencies. Unlike the MAC defined in the ICS of the National Interagency Incident Management System, regional MACs for spill response do not play a direct role in setting incident priorities or allocating resources. The MAC can advise the Unified Command (through MAC Chair and the Community Liaison Officer) and provide comments and recommendations on incident priorities, objectives, and action plans.

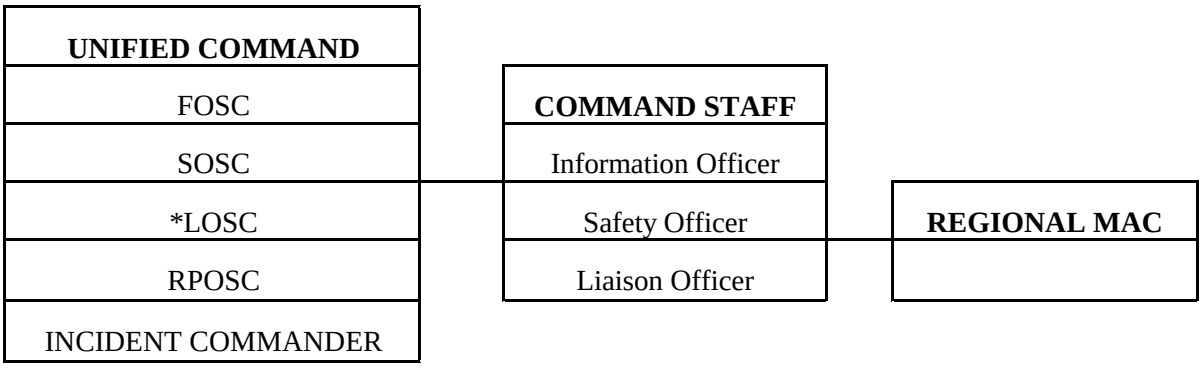
Figure E-2 provides the general location of the regional MAC in relation to the Unified Command organizational structure. Additionally, the suggested/potential membership of the MAC is provided in Figure E-2. Membership on the MAC is dependent upon the location of the incident and the interests or jurisdiction of the affected communities, landowners, and special interest groups. During incidents where there is no FOSC, federal agencies with jurisdictional responsibilities for resources at risk could participate as a member of the MAC, thus retaining their input on containment, oversight, and cleanup.

As indicated above, the MACs are not directly involved in tactical operations, though some of its members may be. The MACs' role is to convey to the Unified Command information relating to the authority, concerns and expertise of its members. It recommends to the Unified Command overall objectives and priorities and reviews the Incident Action Plans.

MAC activities will be coordinated with the Community Liaison Officer. MAC discussions will be documented and recommendations and dissenting opinions will be communicated to the Unified Command through the Liaison Officer. The MAC will be chaired initially by the Community Liaison Officer. After convening, the MAC will then elect its own chair.

Figure E-2:

ALEUTIANS SUBAREA
REGIONAL MULTIAGENCY COORDINATION COMMITTEE



Suggested Membership:

- Representatives or Community Emergency Coordinators from affected communities. These may include:
  - Adak
  - Akutan
  - Atka
  - Cold Bay
  - False Pass
  - King Cove
  - Nelson Lagoon
  - Nikolski
  - Sand Point
  - St. George
  - St. Paul
  - Shemya
  - Unalaska/Dutch Harbor
- Federal/state/local or private landowners and leaseholders (e.g., National Parks Service, Alaska Dept. of Natural Resources)
- Native corporations, organizations and communities
- Special interest groups affected by the incident

* The Local On-Scene Coordinator is part of the Unified Command and the Incident Commander during an incident as long as there is an immediate threat to life, health and safety.

E. SUBAREA COMMITTEE

The On-scene Coordinators from the federal and the state government comprise the Aleutians Subarea Committee. These members, who are experienced representatives with definitive responsibilities for the area's environmental integrity, are empowered to make decisions on behalf of their respective agency and to commit the agency to carrying out roles and responsibilities as described in this plan and the **Unified Plan**. The primary role of the Subarea Committee is to act as a preparedness and planning body for the subarea.

The Subarea Committee delegated the task of researching and drafting the Aleutians Subarea Contingency Plan to three work groups:

Sensitive Areas, chaired by a representative from the Department of Interior;
Logistics, chaired by a representative from the ADEC; and
Operations, chaired by a representative from the USCG.

These work groups developed the plan section-by-section, with the Subarea Committee providing input and editing throughout the process.

To accomplish the task of developing pertinent guidance with appropriate expertise, a wide variety of individuals were sought to participate as members of these work groups. Invited work group participants included local government representatives, facility owners/operators, shipping company representatives, cleanup contractors, emergency response officials, fishing groups, marine pilot associations, academia, environmental groups, consultants, and response organizations. Active participants included representatives from the following:

Aleutians East Borough
City of Unalaska
City of St. George
Aleutian and Pribilof Islands LEPC
Petro Marine
Frosty Fuel
Delta Western
Trident Seafoods
Native Corporations
City of St. Paul
Alaska Marine Pilots Association
Aleutians East Borough LEPC
Alaska Chadux Corp.
Magone Marine
Peter Pan Seafood

BACKGROUND: PART TWO - SUBAREA SPILL HISTORY

A. NAVIGABLE WATERS SPILL HISTORY

The following spill history was obtained from the Alaska Department of Environmental Conservation and U.S. Coast Guard records. This partial listing includes only the more significant spills or hazardous material releases, plus several potentially severe incidents. This partial and abbreviated spill history is provided to give an overall view of the vast array of facility and transportation-related accidents that can occur.

The Aleutians Subarea is transited by a wide variety of fishing vessels, tankships (light refined products) and tank barges (light refined products), foreign and domestic freight vessels (persistent heavy fuel oil and light refined products), and military vessels (heavy and light refined products). Dutch Harbor is the major refueling/resupply port in the region, making the possibility of a spill high.

Date	Incident
5 March 1981	M/V DAE RIM, Attu Island 110,000 gallons of number 2 fuel oil
8 December 1986	F/V Jamie Lynn, St. Paul Island 3,000 gallons of diesel
10 December 1986	Aleutians Islands National Wildlife Refuge, Adak Island 27,000 gallons of JP-5
9 February 1987	F/V FUKUYOSHI MARU #86, Bering Sea between Unalaska and Pribilof Is. Major fire, potential 66,000 gallons of diesel; 1,500 gallons of lube oil
20 March 1987	F/V ALL ALASKAN, St. Paul Island Potential 140,000 gallons of diesel
11 May 1987	Tank Vessel, North of Unimak Pass 2,674 gallons of diesel released in the water
3 November 1988	F/V CITY OF SEATTLE, Crescent Bay, Atka Island 10,000-12,000 gallons of gasoline
3 December 1988	F/V OPTY, Shemya Island 16,000 gallons of diesel, 1,000 gallons of hydraulic oil, 400 gallons of lube oil
10 December 1988	M/V AOYAGI MARU, Lost Harbor, Akun Island, Alaska Potential 78,000 gallons of Bunker C and 3,250 gallons of lube oil, 32,000 gallons of diesel released
26 December 1988	Tank Barge 283, East of Shumagin Islands, Alaska 2,041,662 gallons of diesel released into the water

17 January 1989	Tank Barge FOSS 256, Amchitcka Island 84,000 gallons of diesel
20 February 1989	M/V YARD ARM KNOT, St. Paul Island 3,500 gallons diesel, with potential release of 97,000 gallons of diesel
15 October 1989	F/V POLAR COMMAND, Islands of Four Mountains Several thousand gallons of diesel, with potential release of 30,000 gallons of diesel, 600 gallons of lube oil, and 150 gallons of hydraulic fluid
2 February 1990	F/V PAVLOF, St. Paul Island Small amounts of hydraulic fluid released in the water
22 April 1991	M/V PRINCE WILLIAM SOUND, Dutch Harbor Near spill, release potential of 135,000 gallons of diesel, plus oxy/acetylene/ammonia bottles
13 August 1991	F/V GREENHOPE, Atka Island 3,000 gallons of diesel pumped overboard to maintain stability
23 August 1991	M/V SEA JADE, Dutch Harbor Near spill, release potential of 276,500 gallons of IFO and 45,435 gallons of diesel
4 September 1991	F/V JUSTIN TIME, Cold Bay 250 gallons of diesel and 5 gallons of hydraulic fluid released
2 October 1991	M/V HYUNDAI #12, Shumagin Islands Near spill, release potential of 4,150 bbls of IFO-180 and 500 bbls of diesel
9 July 1995	ADAK NAVAL AIR STATION JP5 SPILL, Adak Island 500 gallons of aviation fuel released on land, some entered water
10 August 1995	AKUTAN FISH OIL SPILL, Akutan Bay 1000 gallons of fish oil
15 October 1995	F/V OLYMPIC, Dutch Harbor 150 gallons of diesel released at Delta Western fuel dock
26 Nov 1997	M/V KUROSHIMA, Summer Bay, Unalaska 37,000 gallons of bunker fuel released into bay and connecting lake

B. INLAND SPILL HISTORY

Date	Incident
24 August 1995	EARECKSON AIR FORCE BASE, Shemya Island 495 gallons of aviation fuel
6 October 1995	ADAK JP5 TANK RUPTURE, Adak Island 500 gallons of aviation fuel
18 May 1996	ILIULIUK GREEN PAINT SPILL, Iliuliuk Creek 55 gallons of unknown substance released into creek
2 August 1996	PETER PAN SEAFOODS, King Cove 400 gallons of diesel

BACKGROUND: PART THREE - ABBREVIATIONS & ACRONYMS

ACP	Area Contingency Plan
ACS	Alaska Clean Seas
ADEC	Alaska Department of Environmental Conservation
ADF&G	Alaska Department of Fish and Game, also as ADFG
ADNR	Alaska Department of Natural Resources
ADOT&PF	Alaska Department of Transportation & Public Facilities, also as ADOTPF
AFB	Air Force Base
ANSC	Alaska North Slope Crude oil
ARRT	Alaska Regional Response Team
BBLS	Barrels
BLM	Bureau of Land Management
BOA	Basic Ordering Agreement
CART	Central Area Response Team (ADEC)
CCGD 17	Commander, Coast Guard District 17
CISPRI	Cook Inlet Spill Prevention and Response Inc.
COTP	Captain of the Port (USCG)
CTAG	Cultural Technical Advisory Group
DOD	Department of Defense
DOI	Department of the Interior
DRAT	District Response Advisory Team (USCG)
DRG	District Response Group (USCG)
EPA	Environmental Protection Agency, also as USEPA
ESI	(Alaskan) Environmental Sensitivity Index
F/V	Fishing Vessel
FAA	Federal Aviation Administration
FOSC	Federal On-Scene Coordinator
GIS	Geographic Information System
GSA	General Services Administration
HAZMAT	Hazardous Materials, also as HazMat
HAZWOPER	Hazardous Waste Operations and Emergency Response (a training program)
ICS	Incident Command System
IDLH	Immediate Danger to Life and Health
INMARSAT	International Maritime Satellite Organization
JPO	Joint Pipeline Office
LEPC	Local Emergency Planning Committee
LEPD	Local Emergency Planning District
LNG	Liquefied Natural Gas
MAC	Multiagency Committee
M/V	Motor Vessel
MLT	Municipal Lands Trustee Program
MOA	Memoranda of Agreement
MOU	Memoranda of Understanding
MSO	Marine Safety Office (USCG)
MSRC	Marine Spill Response Corp. (national industry cooperative)
NMFS	National Marine Fisheries Service
NOAA	National Oceanic and Atmospheric Administration

NOTAMS	Notice to All Mariners; also, Notice to Airmen
NPDES	National Pollution Discharge Elimination System
NPFC	National Pollution Fund Center
NRC	National Response Center
NRT	National Response Team
NRDA	(Federal/State) Natural Resource Damage Assessment
NSF	National Strike Force
NSFCC	National Strike Force Coordinating Center
NWR	NOAA Weather Radio
OHMSETT	Oil and Hazardous Material Simulated Environment Test Tank
OPA 90	Oil Pollution Act of 1990
OPCEN	Operations Center
OSC	On-Scene Coordinator
OSRO	Oil Spill Response Office
PIAT	Public Information Assist Team
PIO	Public Information Officer
POLREP	Pollution Report (USCG)
PWS	Prince William Sound
RCAC	Regional Citizens Advisory Council
RCRA	Resource Conservation and Recovery Act of 1978
RP	Responsible Party
RRT	Regional Response Team
SCBA	Self-Contained Breathing Apparatus
SCP	Subarea Contingency Plan
SERVS	Ship Escort Response Vessel Service
SHPO	State Historic Preservation Officer (ADNR)
SITREP	Situation Report (ADEC)
SONS	Spill of National Significance
SOSC	State-On Scene Coordinator
SSC	Scientific Support Coordinator (NOAA)
SUPSALV	U.S. Navy Superintendent of Salvage, also as NAVSUPSALV
TAPS	Trans Alaska Pipeline System
T/V	Tank Vessel
USCG	United States Coast Guard
VIRS	Visual Information Response System
VTS	Vessel Traffic Separation System/Scheme